

## Message Text

PAGE 01 TOKYO 10308 090130Z

11  
ACTION EUR-12

INFO OCT-01 EA-07 ISO-00 CIAE-00 PM-04 INR-07 L-03 ACDA-07

NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00

SAJ-01 NSC-05 SIL-01 DODE-00 OMB-01 LAB-04 EB-07 OC-06

CCO-00 OES-06 /097 W  
----- 065768

R 090035Z JUL 76  
FM AMEMBASSY TOKYO  
TO SECSTATE WASHDC 667  
INFO CINCPAC HONOLULU  
COMUSJAPAN YOKOTA  
AMEMBASSY BONN  
CINCEUR STUTTGART  
CG USAREUR HEIDLEBURG  
USMISSION NATO BRUSSELS

C O N F I D E N T I A L TOKYO 10308

CINCPAC, CINCEUR ALSO FOR POLADS

E.O. 11652: XGDS  
TAGS: MARR, JA, MPOL  
SUBJECT: BURDEN SHARING

SUMMARY. THIS MESSAGE PROVIDES BACKGROUND AND DETAIL  
ON PLANNED VISIT BY GOJ OFFICIALS TO CINCPAC, WASHINGTON  
AND THE FEDERAL REPUBLIC OF GERMANY (FRG) TO STUDY NATO  
ARRANGEMENTS WITH EMPHASIS ON LABOR ARRANGEMENTS AND BURDEN  
SHARING. ACTION REQUESTED: FULL BRIEFINGS ON BURDEN  
SHARING RELATED TOPICS AND FOLLOW ON REPORTING TO US.  
END SUMMARY.

1. THE FONOFF PLANS TO SEND A TEAM TO EUROPE VIA CINCPAC  
AND WASHINGTON IN THE NEAR FUTURE TO STUDY NATO  
ARRANGEMENTS WITH EMPHASIS ON LOCALLY HIRED LABOR AND  
BURDEN SHARING. THE TEAM WILL BE LED BY YUKIO SATO,  
CONFIDENTIAL

PAGE 02 TOKYO 10308 090130Z

DIRECTOR (NOMINEE) OF FONOFF SECURITY DIVISION AND  
WILL INCLUDE TAKAO KAWAKAMI FROM THE TREATIES BUREAU  
(EXTREMELY POWERFUL FONOFF VERSION OF OUR LEGAL ADVI-  
SORS OFFICE), HIROYASU ANDO, ALSO FROM THE SECURITY

DIVISION AND THREE MEMBERS OF THE DEFENSE FACILITIES ADMINISTRATION AGENCY, THE GOJ HOUSEKEEPING AGENCY FOR US FORCES. THE TEAM WILL BE SEEKING INFORMATION IN FOUR GENERAL AREAS: (A) THE FRAMEWORK OF NATO ARRANGEMENTS (B) ADMINISTRATIVE AND LEGAL ARRANGEMENTS FOR HANDLING US FORCES LOCAL EMPLOYEES, (C) ARRANGEMENTS AND ATTITUDES ON HANDLING ENVIRONMENTAL MATTERS AND DISASTER PREPARATIONS WITH RESPECT TO US INSTALLATIONS AND (D) DETAILS ON OFFSET ARRANGEMENTS (THE LATTER WILL PROBABLY BE HANDLED BY SATO AND KAWAKAMI ALONE.)

2. TENTATIVE SCHEDULE FOR INITIAL PORTION OF TRIP IS AS FOLLOWS:

JULY 15 (PM) AND 16 AT CINCPAC (MINUS ANDO)

JULY 19-20 WASHINGTON (ANDO JOINS)

AUG. 10 BONN (CINCEUR AND PROBABLY NATO)

JULY 21-

3. HOWEVER ON JULY 27 KAWAKAMI WILL RETURN DIRECTLY TO TOKYO AND SATO WILL RETURN (WITH A WASHINGTON STOP ON JULY 30.) JAPANESE EMBASSY AND CONSULATES ARE MAKING DETAILED ARRANGEMENTS.

4. CINCPAC VISIT: PARTY HOPES TO MEET WITH POLAD AND OTHER CINCPAC STAFF MEMBERS AS APPROPRIATE TO EXPLAIN ITS WORKING PLANS AND TO SOLICIT VIEWS ON THE IMPLICATIONS OF RISING COSTS FOR U.S. DEPLOYMENTS. EMBASSY OFFICER POINTED OUT THAT SECDEF PROBABLY BEST SOURCE OF INFORMATION ON THIS SUBJECT BUT PARTY WOULD APPRECIATE WHATEVER CINCPAC CAN PROVIDE.

5. WASHINGTON VISIT: PARTY HOPES TO MEET WITH APPROPRIATE OFFICIALS FROM STATE AND DEFENSE TO REVIEW TRIP PLANS, COST SHARING AND LABOR MATTERS. PARTY WOULD LIKE TO HAVE UP-TO-DATE INFORMATION ON OVERALL BUDGET  
CONFIDENTIAL

PAGE 03 TOKYO 10308 090130Z

TRENDS AFFECTING US FORCES IN GERMANY AND JAPAN AND ON RELEVANT LABOR COST TRENDS. KAWAKAMI WOULD LIKE TO MEET SEPARATELY WITH NATO SPECIALISTS FROM LEGAL ADVISORS OFFICE. EMBASSY BELIEVES IT WOULD BE USEFUL FOR SATO TO MEET BRIEFLY WITH SOMEONE FROM TREASURY FAMILIAR WITH OFFSET ARRANGEMENTS ON JULY 19 OR 20. HE WOULD LIKE TO FOLLOW UP ON THIS POINT ON JULY 30.

6. FRG VISIT: PARTY HOPES TO MEET WITH VARIOUS GERMAN MINISTRIES INVOLVED WITH US FORCES MATTERS PARTICULARLY ON LABOR AND ENVIRONMENT AS WELL AS WITH EMBASSY AND US MILITARY OFFICIALS. JAPANESE EMBASSY WILL BE COORDINATING WITH AMEMBASSY BONN.

7. BACKGROUND. GOJ HAS SHOWN INCREASING AWARENESS OF THE IMPLICATIONS OF RAPIDLY RISING LABOR COSTS FOR THE CONTINUED PRESENCE OF US FORCES IN JAPAN. THEY HAVE RECENTLY AGREED TO A JOINT STUDY OF LABOR ISSUES AIMED AT RESOLUTION BY NOVEMBER 1977. WHILE CAREFULLY AVOIDING ANY COMMITMENT AS TO SPECIFIC OUTCOME FONOFF SOURCES HAVE SUGGESTED THAT GOJ MAY BE ABLE TO PROVIDE SOME COST RELIEF, POSSIBLY BY PICKING UP SOME PART OF OUR LABOR BILL. SOME FONOFF OFFICIALS HAVE MADE HIGHLY TENTATIVE SUGGESTIONS THAT GOJ MAY ALSO BE CONSIDERING SOME FORM OF BURDEN SHARING EXTENDING BEYOND LABOR. WHILE EMBASSY WOULD CAUTION AGAINST OVEROPTIMISM, WE ARE CONVINCED THAT GOJ HAS EMBARKED ON A SERIOUS CONSIDERATION OF THESE ISSUES.

8. ASIDE FROM THIS PRIMARY AREA OF CONCERN, GOJ HAS BEEN FACED INCREASINGLY WITH OPPOSITION CHARGES THAT NATO ARRANGEMENTS PROVIDE MORE FAVORABLE TREATMENT TO HOST COUNTRIES THAN IS ACCORDED JAPAN UNDER SECURITY TREATY ARRANGEMENTS. TEAM WILL BE TRYING TO DEVELOP INFORMATION FOR DEALING WITH THESE CHARGES. OPPOSITION IS ALREADY DOING ITS HOMEWORK, FOR EXAMPLE A PLANNED TRIP AUGUST 24-27 BY A STAFF MEMBER OF THE SOCIALIST MAYOR OF YOKOHAMA TO INVESTIGATE US FORCES RELATED ENVIRONMENTAL MATTERS IN GERMANY.

9. TEAM LEADER SATO IS EXTREMELY WELL DISPOSED TO THE CONFIDENTIAL

PAGE 04 TOKYO 10308 090130Z

US. HE IS AN EXCELLENT EXAMPLE OF THE HIGHLY CONFIDENT, COMPETENT, POST-WAR EDUCATED DIPLOMATS NOW MOVING INTO MIDDLE LEADERSHIP POSITIONS IN THE FONOFF. AS A GENERAL MATTER DIVISION CHIEFS EXERT MORE INFLUENCE OVER JAPANESE POLICY THAN DO THEIR AMERICAN COUNTERPARTS BECAUSE OF THEIR CRITICAL ROLE IN THE JAPANESE CONSENSUS SHAPING PROCESS. SATO HIMSELF IS AGGRESSIVE AND IMAGINATIVE AND AS CLOSE TO A RUGGED INDIVIDUALIST AS ONE IS LIKELY TO FIND IN THE JAPANESE BUREAUCRATIC ELITE. WE HAVE ENJOYED A CONSTRUCTIVE AND CANDID RELATION WITH HIM ON A VARIETY OF SENSITIVE ISSUES OVER THE YEARS.

10. EMBASSY BELIEVES THAT PROSPECTIVE VISIT OFFERS UNUSUAL OPPORTUNITY TO EDUCATE INFLUENTIAL LEVEL OF JAPANESE BUREAUCRACY. THEREFORE IN ADDITION TO RESPONDING TO THE NARROWER OBJECTIVES OF THE VISIT, EMBASSY STRONGLY RECOMMENDS THAT TEAM BE GIVEN THE BROADEST POSSIBLE EXPOSURE TO NATO ARRANGEMENTS AND TO THE UNDERLYING MUTUALITY WHICH HAS IMPRESSED OTHER RECENT JAPANESE VISITING OFFICIALS.

11. WE SUGGEST GOJ DELEGATION BE BRIEFED IN PARTICULAR ON WAYS IN WHICH NATO ALLIES HAVE ADJUSTED BURDENS BASED ON BENEFITS TO THE USER COUNTRY, FOREIGN EXCHANGE EFFECTS, AND CONTRIBUTIVE CAPACITY. WHILE THE DELEGATION WILL BE PRIMARILY INTERESTED IN LABOR COST SHARING DEVICES, SUGGEST THEY BE GIVEN A LOOK AT THE COMMON INFRASTRUCTURE PROGRAM, NATO PIPELINE PROJECT, INTEGRATED COMMUNICATIONS, JOINT LOGISTICS PROGRAMS, AIR AND NAVAL NAVIGATIONAL AIDS AND POSSIBLY HARDWARE CODEVELOPMENT AND PRODUCTION IDEAS. EACH OF THESE WOULD APPEAR TO OFFER CERTAIN PROSPECTS FOR A BURDEN ADJUSTMENT. DELEGATION SHOULD BE BRIEFED ON FINANCIAL ARRANGEMENTS FOR AIRFIELDS, PIPELINES, COMMO FACILITIES, JOINT STAFF ACTIVITIES AND SITUATION FACILITIES, TRAINING BASES, AND NADGE.

12. WE WOULD LIKE IN GENERAL FOR GOJ TO BE APPRISED OF BENEFITS OF NATO STRUCTURE WITH WHICH THEY HAVE BEEN WARY OF ASSOCIATING DUE TO CONSTITUTIONAL AND POLITICAL CONFIDENTIAL

PAGE 05 TOKYO 10308 090130Z

LIMITATIONS. HOWEVER AS IN THE CASE OF A FEW CCMS PROJECTS, THERE MAY BE OPPORTUNITIES FOR AFFILIATION IN SOME FORM WHICH WILL HELP GOJ TO MOVE INTO MAIN STREAM ON SECURITY THINKING. IF TIME PERMITS SUGGEST DISCUSSION OF FOR EXAMPLE ARRANGEMENTS TO RECEIVE NATO REPORTS, POSSIBILITY OF NATO OBSERVER, STUDENTS OR OBSERVERS AT NATO DEFENSE COLLEGE, ASSOCIATION WITH TECHNICAL INSTITUTES SUCH AS THE ASW RESEARCH CENTER (GOJ IS NOW DELIBERATING MAJOR ASW PURCHASE), AND PARTICIPATION IN SCIENCE PROGRAMS.  
HODGSON

CONFIDENTIAL

<< END OF DOCUMENT >>

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 15 SEP 1999  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** BURDENSARING, MILITARY VISITS, DIPLOMATIC DISCUSSIONS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 09 JUL 1976  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** ShawDG  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1976TOKYO10308  
**Document Source:** ADS  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** DC ADJUSTED PER TOKYO 10938  
**Executive Order:** 11652 XGDS  
**Errors:** n/a  
**Film Number:** D760264-0686  
**From:** TOKYO  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1976/newtext/t197607109/baaaergy.tel  
**Line Count:** 199  
**Locator:** TEXT ON-LINE, TEXT ON MICROFILM  
**Office:** ACTION EUR  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 4  
**Previous Channel Indicators:**  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** n/a  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** ShawDG  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 31 MAR 2004  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <31 MAR 2004 by greeneet>; APPROVED <13 AUG 2004 by ShawDG>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
04 MAY 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** BURDEN SHARING  
**TAGS:** MARR, MPOL, JA, US  
**To:** STATE INFO CINCPAC HONOLULU  
COMUSJAPAN YOKOTA  
BONN  
CINCEUR STUTTGART  
CG USAREUR HEIDLEBURG  
NATO BRUSSELS

**Type:** TE

**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006